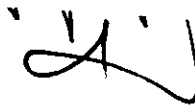


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THE ADMINISTRATIVE ORGANIZATION REQUIRED
FOR URBAN RENEWAL PROGRAMS IN SMALL COMMUNITIES

A THESIS

Presented to
The Faculty of the Graduate Division

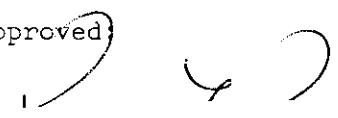
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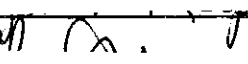
In Partial Fulfillment
of the Requirements for the Degree
Master of City Planning

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THE ADMINISTRATIVE ORGANIZATION REQUIRED
FOR URBAN RENEWAL PROGRAMS IN SMALL COMMUNITIES

Approved: 

Chairman 

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CHAPTER I

INTRODUCTION

An urban renewal project consists of the planning and redevelopment of a blighted urban area. It involves a complex process that lasts several years. An urban renewal program consists of one or more urban renewal projects within a community. The program requires diverse skills, an efficient administrative organization and substantial local resources. In the last few years new Federal legislation has, through changes and additions to the 1949 Housing Act, increased the complexity of implementation.

The above-mentioned requirements place heavy demands on a community desiring to participate in a Federally-assisted urban renewal program. It might appear that urban renewal is only feasible for medium and large size communities because small cities have limited administrative capabilities. Their economic resources are often only adequate to meet basic municipal needs. It is not unusual in a small community for the urban renewal budget to exceed the city's normal annual operating budget.

The main purpose of this thesis is to develop a series of recommendations which can serve as a guide to small communities in designing the administrative framework required to execute an urban renewal program. The scope of this thesis is limited to Federally-assisted urban renewal programs. Specifically, only urban renewal programs with

projects which include clearance, rehabilitation or a combination of these two types of activities are considered.

The administrative structure of urban renewal programs is quite unique and complex. It has been said:

An administrative structure has been seen as existing within one formal organization, together with those who cluster about it as participants. Urban renewal, on the contrary, is a more or less free association of several organizations, no one of which accepts continuing subordination to the others.¹

Many activities important to urban renewal lie outside the local government's direct control, irrespective of the internal structure of the local government itself.

Federal requirements call for a local urban renewal agency to administer the program. This agency, which is commonly known as the Local Public Agency (LPA), is created or authorized by state enabling legislation. The National Housing Act of 1949 defines Local Public Agency as: "Any State, County, Municipality or other governmental entity or public body, or two or more such entities or public bodies, authorized to undertake the project for which assistance is sought."²

There are three types of Local Public Agencies through which renewal programs are locally administered. One is the Local Public Agency organized as a city department under the city's chief administrator. A second is the Local Public Agency organized within the Local Housing Authority. A third is the Local Public Agency organized as an independent agency created exclusively to carry on the urban renewal program. This latter type of renewal agency organizational structure is administratively independent of both city government and Housing Authority control.

In order to have a framework of reference for this thesis, a breaking point with regard to community size had to be established. The breaking point for what is regarded in this thesis as a "small community" is one above which self-sufficiency as such makes administrative resources a minor or secondary problem. By the same token, it is a point below which the lack of human and economic resources make administrative requirements a major problem in urban renewal programs.

Initial evaluation, corroborated by subsequent research, placed the breaking point at a community size of 50,000. Most breaking points have a built-in degree of arbitrariness. However, the one selected appears to be adequate. The main elements of judgment used in arriving at such a decision were as follows:

1. The Federally-assisted urban renewal program has been in existence for almost 20 years. Federal officials of the Department of Housing and Urban Development (HUD)³ consider that, in general, communities under 50,000 population show frequent lack of administrative capability to conduct adequately urban renewal programs. This opinion is supported by the fact that the Federal government used the same breaking point in establishing its degree of participation. The Federal grants are three-fourths of net project costs for communities under 50,000 and two-thirds for those above 50,000.

2. Extensive research for the Micro-City Study Project⁴ at the St. John's University has established that a 50,000 figure is a reasonable breaking point.

3. The research phase of this thesis included gathering information from city officials, public agency planners and consultants. In all cases the data obtained corroborated the assumptions made in selecting a breaking point.

The majority of cities in the United States, which are currently involved in the Federal urban renewal program, are under 50,000 population. In the Southeastern Region of the United States, out of a total of 199 communities in the urban renewal program, 173 (87 per cent) have under 50,000 population.⁵

In addition to the Introduction, this thesis contains three other chapters. The second chapter includes a brief description of the main functions that the Local Public Agency has to be involved with in an urban renewal program. The third chapter deals with the analysis and evaluation of how urban renewal programs are being administered in a series of communities with populations below 50,000. Finally, the fourth chapter is a series of recommendations which can be used by small communities to set up an adequate administrative framework for their urban renewal programs.

CHAPTER II

PRINCIPAL FUNCTIONS OF THE URBAN RENEWAL AGENCY

From its very inception the Federal urban renewal program was intended to be locally conceived, planned and carried out. The Federal government, through its Department of Housing and Urban Development, has a supervisory role. It is the primary responsibility of the local urban renewal agency to assemble, organize and administer the required resources to carry out the program.

An urban renewal program, consisting of one or more projects, may involve the following types of treatment:

1. Acquiring and clearing a slum or blighted area, either residential or non-residential, and disposing of the land for redevelopment in accordance with planned uses.
2. Rehabilitation of structures by property owners, accompanied by improvement of community facilities by the local government.
3. A combination of the above.

There are three aspects or phases in any urban renewal program which have considerable administrative significance. They are: The Workable Program, the preparation of the plan for each project, and the implementation of the urban renewal process.

Workable Program for Community Improvement

The main Federal prerequisite for a community to be eligible to participate in the urban renewal program is a certified Workable

Program for Community Improvement. The local government has to submit a program showing plans and progress in four areas of concern and obtain Federal certification on the basis of adequateness of actions proposed and achieved. It has been said appropriately that ". . . the Workable Program is the community's own official plan of action for utilizing local public and private resources to eliminate and prevent slums and blight and to guide its orderly growth and development."⁶

The city government must prepare the application for initial certification and certify as to its responsibility for the program. Subsequent submissions for recertification are required every two years. In small communities where administrative resources are extremely limited resubmissions are frequently prepared by the Local Public Agency whose basic responsibilities are closely related to the Workable Program goals. The Local Public Agency has a high degree of continuing involvement with all four elements of a Workable Program. The elements are as follows.⁷

1. Code Adoption and Enforcement. A code enforcement program, with emphasis on the improvement of housing conditions, has to be established. The local government alone has the legal authority for this program.

2. Planning, Programming and Budgeting. A community planning process must be established and maintained. This element is generally the responsibility of a local planning agency using staff planners or consultants for the technical work. The Local Public Agency has to make sure that the local planning program complies with Workable Program requirements. Planning has to be action

oriented. Capital improvements programming and budgeting, which are city government responsibilities, have to be closely related to the planning process.

3. Housing and Relocation. This element involves demonstrating that relocation resources within the local housing market are in line with the number of families displaced by public actions. Urban renewal usually involves relocation; therefore, it is desirable for the Local Public Agency to be directly involved. The renewal agency has to establish and maintain close coordination with the Local Housing Authority and non-profit private groups, usually concerned with housing for low and moderate income families.

4. Citizen Involvement. This element requires showing a continuous involvement and interest on the part of the community's leadership and minority groups, to improve local conditions. It is desirable for the Local Public Agency to be directly involved in fostering such local participation because the urban renewal program calls for such activities. The involvement of a Citizens Advisory Committee is required.

To analyze in detail the administrative implications of the Workable Program is a thesis in its own right. Therefore, this brief discussion attempts only to outline the Workable Program as it may relate to urban renewal activities.

Preparation of the Plan

Every project in an urban renewal program requires a series of surveys, plans and studies before the locality can enter into a Loan

and Grant Contract with the Federal government. First, a community must file a Survey and Planning Application with the corresponding regional office of the Department of Housing and Urban Development. The locality has to assemble and submit general information with respect to:⁸

1. Urban Renewal Area Data: Delineation and description of the project area, assertion of its eligibility based on Federal requirements; description of the local housing supply; designation of areas for clearance and rehabilitation treatments.

2. Community Requirements Data: Evidence of code enforcement program and general planning.

3. Rehabilitation Data: Preliminary data justifying the proposed treatment, if applicable.

4. Finance Data: Estimate of Federal grant requirements, financial resources at the local level, and program demands.

5. Budget Data: Outline of proposed program expenditures, staffing and salary schedules.

6. Legal Data: Local resolutions and proof of adequate enabling legislation.

The outlined documentation is not too involved. Little is required of city departments and other agencies beyond general data already available from existing sources, such as the Workable Program. The city's chief administrator, with assistance from his staff, the Local Housing Authority (if in existence) and the Department of Housing and Urban Development field representatives, can assemble the required data for the application. There is no need, at this stage, to have an

urban renewal director, or any other Local Public Agency staff, regardless of the type of Local Public Agency organizational structure under which the local program is to function. No Federal funds are available for preparing this application.

After the application has been approved, the locality has to prepare the detailed plan documentation required by the Department of Housing and Urban Development before a Loan and Grant Contract can be executed. Federal funds are available to prepare the detailed plan. The final document, with text and graphics, contains 15 different sections or elements.⁹ Of the 15, only 10 involve substantial work on the part of the Local Public Agency. They are grouped as follows:

1. Project Area Report: This element involves outlining the characteristics of the project area and establishing the eligibility of proposed treatments. City planning skills are involved. The Local Public Agency can use consultants and local or regional staff planners.

2. Urban Renewal Plan and Report on Planning Proposals: This section describes the plan, with its controls and regulations, and includes justification for proposals. City planning skills are needed. The Local Public Agency can use consultants and staff planners, either local or at regional level.

3. Rehabilitation Report: Establishes justification for such treatment and includes tailored rehabilitation standards. It involves architectural skills. Planning consultants or renewal agencies are usually responsible, if having related capabilities. Architectural firms occasionally are used. Coordination with the Federal Housing Administration (FHA) is required.

4. Land Acquisition and Disposal Reports: Includes detailed information on planned acquisition and disposal activities. At least one set of appraisals, made by qualified appraisers, has to be made for all properties designated for acquisition. A land marketability study has to be part of the Land Disposal Report. Local or out-of-town consultants are used for both the appraisals and market studies.

5. Relocation Report: Involves establishing the adequacy of local housing market conditions to take care of displaced families and individuals. Usually a local staff function, due to its nature and consequently it is drafted by the Local Public Agency.

6. Project Improvements Report: Describes types and costs of proposed public improvements for the project area. Engineering and architectural skills involved. Usually drafted by the planning consultant, the city engineer, engineering consultant or a combination of them.

7. Cost Estimate and Financing Report: Involves a summary of all project costs and the required financial arrangements. In most instances a joint effort by Local Public Agency and city government is required.

8. Legal Data: Includes local resolutions and legal opinions supporting the application for a Loan and Grant. Requires work by city or Local Public Agency attorney.

The need for the Local Public Agency to draft some of the aforementioned plan elements, together with the desirability of closely coordinating outside efforts, make it advisable to staff the Local

Public Agency early in the preparation of the plan. As a minimum, an urban renewal director, with clerical help, should be hired.

The final plan document is called Part I. After Federal approval of Part I, the locality is required to hold a public hearing on the plan and to submit minutes of the hearing and additional resolutions. These are called the Part II document. After both Parts I and II are approved, the Loan and Grant Contract is executed.

Implementation

Once the Loan and Grant Contract has been executed, the Local Public Agency can proceed with the implementation of the plan. The most important Local Public Agency functions involved are as follows:

Property Acquisition

Before the Local Public Agency can start acquisition, two appraisals of each property to be acquired are required. Having had one made during the preparation of the plan, the Local Public Agency has to secure only one additional appraisal for each property to be acquired. Qualified appraisers are also used for the second set. The two appraisals on each property must be made by different firms and final offering price must have Federal concurrence.

Most properties are acquired by negotiation. Frequently a certain number, depending on local enabling legislation provisions, must be acquired through eminent domain procedures. In such cases the city or Local Public Agency attorney has to be involved. Legal work is also required in the acquisition of properties through negotiation. The Local Public Agency has to secure clear title on all properties

acquired. This is usually accomplished through private title companies.

Acquisition work, for the most part, is conducted in the Local Public Agency's central office, except for minor information services which may be rendered in the field office. A person knowledgeable in real estate and related negotiations may be desirable in the Local Public Agency when the Agency has a very large program. Also needed is some capability for property management. Often, the time lapse between land acquisition and relocation of the tenants causes the Local Public Agency to assume the role of landlord.

Relocation

Relocation involves assuring the availability to displaced families and individuals of standard housing within their means. It is often the most sensitive and critical function in a renewal program.

The Local Public Agency must be directly and substantially involved in relocation activities. It must coordinate necessary arrangements so that public housing for displaced low income families will be available when needed. This involves negotiations and coordination with the Local Housing Authority, if the Local Public Agency is organized outside of the Authority. It also requires a close working relationship between the Local Public Agency and private groups, which can promote and develop moderate income housing within the community.

Relocation is predominantly a field office function. During the planning stage, or at least early in the implementation stage, the Local Public Agency should establish a field office staffed with a relocation officer. Such practice is permitted and encouraged by the

Department of Housing and Urban Development.¹⁰ The relocation officer should be familiar with social work and also have some knowledge of local housing market conditions. He has to render counseling and information services to residents of the area being displaced. The relocation officer also has to coordinate the relocation program with other social services available in the community.

Construction of Physical Improvements

Redevelopment activities call for the construction of public and private improvements. The Local Public Agency has specific responsibilities in both instances.

The Local Public Agency is responsible for assuring the construction of all needed public improvements within renewal project areas. The agency can, and usually does, contract with the city or private contractors for work eligible as project improvements. In the case of supporting facilities, not eligible as project improvements, the Local Public Agency is limited to coordination activities. Supervision of construction, when using private contractors, is done by the related city departments. Design of public improvements is done by the city, when it is able to do so, or by private consultants when it is not.

In the case of private improvements, the Local Public Agency has review and supervisory responsibilities. Again, the renewal agency relies on related city departments and consultants to do the job. The temporary and specialized nature of these functions within renewal programs precludes any possibility of renewal agency staff self-sufficiency.

Property Disposal

The Local Public Agency is responsible for disposing of the land assembled for redevelopment within renewal areas, in accordance with the plan provisions. Disposing of land earmarked for public and institutional uses presents only minor problems, because most buyers are already committed and waiting. It is the land that is to compete within the local market which requires promotion on the part of the Local Public Agency.

The urban renewal director should, in his promotion activities, work through local real estate boards. In so doing the Local Public Agency will, in most instances, be able to time its land disposition so as to avoid market saturations harmful to all. Such cooperation will also result in better sale prices and a greater number of proposals for each tract of land offered.

The Local Public Agency can dispose of land through selling, leasing and dedication. Such alternatives allow for more flexibility within this function. Federal red tape involved in land disposal activities is, on the other hand, a discouraging factor for many private developers. Local law restrictions can also be an important factor in the Local Public Agency's success in disposition activities. The city or renewal agency attorney has an important role in property disposal. Legal opinions and preparation of disposal documents are mainly his responsibility.

Rehabilitation

Upgrading properties, which are not to be acquired, to adequate standards is a difficult function. Rehabilitation activities are not

considered complete by the Department of Housing and Urban Development until 75 per cent of the existing-to-remain properties are upgraded to the plan's rehabilitation standards, and 20 per cent are up to local code standards.¹¹

Rehabilitation activities are predominantly a field office function. One or more rehabilitation officers, depending on the scale of activities, should be hired and located in the field office early in implementation. Preferably, they should be hired during the preparation of the plan in order to benefit from their early involvement.

The rehabilitation officer must, with outside help if needed, assist property owners involved in rehabilitation activities. Assistance includes architectural sketches and cost estimates, as well as counseling and help in the financial arrangements required to secure funds for construction costs. The rehabilitation officer has to work not only with the owners but also with local financing institutions and Federal agencies, such as the Federal Housing Administration (FHA), and the Small Business Administration (SBA). All of these agencies provide loans and grants for rehabilitation activities.

Finances

The Local Public Agency is responsible for budgetary activities and fiscal reports involved in the renewal program. Also, the Local Public Agency must coordinate with the local government to determine the availability of funds when required to cover the localities share of program costs.

Accounting capabilities are required for this function. The Local Public Agency can hire its own comptroller, if the scale of the program so dictates, or it can contract with the city or a consultant for such services. Capital Improvements programming and budgeting, on the part of the city, will help to meet local financial responsibilities related to the urban renewal program.

Coordination and Public Relations

The number and variety of private and public groups and agencies involved in an urban renewal program make coordination a vital Local Public Agency function. The needed participation and support of renewal area residents and owners, together with the concern of the local citizen at large, make public relations and citizen participation also an important facet of the program.

The urban renewal director is responsible for the coordination function. It starts early in the preparation of the plan and peaks during implementation. In large programs involving several projects or one project encompassing a substantial portion of the community, it is desirable for the Local Public Agency to have an assistant director to share the responsibilities of this function.

To obtain meaningful citizen participation, the Local Public Agency must work through a Citizens Advisory Committee (CAC) and a Project Area Committee (PAC). The Citizens Advisory Committee contains a cross-section of the community's leadership and is part of the Workable Program requirements. The Project Area Committee contains a group representing the residents and owners of each renewal area involved in the renewal program.

Summary

As outlined in this chapter, the urban renewal functions and derived administrative needs are extensive and complex. The program calls for substantial administrative capabilities at a local level. Success in the program depends heavily on the availability and quality of the staff and other personnel involved in urban renewal activities. Although some technical assistance can be expected from the Department of Housing and Urban Development, through its field representatives, all renewal functions, at every stage, have to be performed locally. This must be accomplished through Local Public Agency self-sufficiency, outside assistance or a combination of both. The question is: Can small communities establish the administrative structure and capacity required to satisfy such demands?

CHAPTER III

URBAN RENEWAL PROGRAMS IN SMALL COMMUNITIES

Research as to how urban renewal programs are presently administered in small communities was conducted through case studies. Instead of making a superficial evaluation of many cases, it was decided to look, in depth, into a few programs. Interviews and correspondence were conducted in each case with the Local Public Agency staff, the city's chief administrator and the head of the local government. To supplement this information, interviews and data gathering were conducted at the Department of Housing and Urban Development Regional Office in Atlanta, Georgia.

Selection of Case Studies

A selection of six case studies was made with the assistance of Federal officials,¹² and through analysis of listings which covered all communities in the Southeast United States engaged in urban renewal programs. The selection was based on the following criteria:

1. Cities selected had to have a population of under 50,000.
2. Of each of the three types of Local Public Agency: City Department, Local Housing Authority and Independent Agency, two cities were to be chosen.
3. All programs had to be well into execution so that research would be meaningful.

Of the six cities selected, four are located in Georgia and two in North Carolina. Table 1 outlines the main characteristics of the programs selected.

Experience of Case Studies

Findings from the case studies, with regard to the various urban renewal functions and their administrative implications, are as follows:

Functions Adequately Performed

Planning, in all phases of the programs, was done by consultants. Results were satisfactory. The consultants served their primary role during the Survey and Planning phase. Few services were required in execution. These were mostly in amendments to the plans. Two of the case studies, which had the assistance of a local staff planner, showed better results and coordination in the planning function.

The design and construction of physical improvements did not present any major problems. In all cases the design function was performed by the planning consultant during Survey and Planning and by private engineering firms during execution, with city assistance in most instances. Some minor coordination problems existed during execution.

Public relations and citizen participation were, in most cases, adequately performed. Small communities have a definite advantage over large cities in keeping good lines of communication with project area residents and citizens at large. Face-to-face contacts are much easier. Local concern for urban renewal activities is considerably

Table 1. General Characteristics of Case Studies

City	State	City Population	Type of LPA	No. of UR Projects in Execution	Time in Execution	Net Project Cost (\$)	Project Area (Acres)
Salisbury	North Carolina	21,297	Independent	2	5 Years- 8 Months*	1,664,360*	50.5*
Washington	North Carolina	9,939	Independent	3	4 Years**	2,685,950**	415**
Baxley	Georgia	4,268	Housing Authority	1	3 Years	865,370	45.9
Rome	Georgia	32,226	Housing Authority	1	2 Years- 4 Months	1,888,490	105.0
Douglas	Georgia	8,736	City Department	1	2 Years- 10 Months	2,056,030	119.0
Gainesville	Georgia	16,523	City Department	1	4 Years- 10 Months	3,771,630	144.8

* Southeastern Urban Renewal Area No. 1.

** East End Urban Renewal Area.

greater because of their social, physical and economic impact on the small community.

The rehabilitation function was applicable to only one of the case studies. The Local Public Agency had an adequate staff for this function, located in the field office. Performance has been satisfactory.

Functions with Serious Problems

Relocation, land acquisition and disposal, finances and general coordination presented serious administrative problems.

Relocation. Relocation was the major obstacle and delaying factor in the researched programs. It was somewhat less of a problem in Local Public Agencies which were within Local Housing Authorities, with easier access to relocation resources.

Problems arose and were most serious in the plan preparation phase. The planning for relocation was, in most cases, unrealistic. It was seldom followed up with the required actions and coordination with public agencies and private concerns involved in providing low and moderate income housing. Accordingly, housing for displaced families was rarely available when needed. Such an initial deficiency produced hardships, undue delays and schedule conflicts with other functions in the program during execution. In no case was a relocation officer hired and a field office established during the plan preparation phase. Such early staffing was and is permitted and encouraged by the Department of Housing and Urban Development. This deficiency proved to be a serious handicap because the Local Public Agency lacked the required skills at the most critical stage of the relocation

function. A false sense of economy in administrative expenditures, together with difficulties in finding qualified personnel were among the main reasons for such a staff deficiency.

Many different parties were involved in relocation planning, but seldom the correct one. The planning consultant sometimes had the responsibility of planning relocation but, generally, did a poor job. In other cases the urban renewal director was involved, but, being alone and overburdened with other functions and responsibilities and lacking experience in such activities, could not do an adequate job. Federal field representatives provided some assistance, but lacked the time or knowledge of local conditions to be really effective.

The Local Public Agency had, in most cases, a relocation staff and field office during execution. Although few new difficulties developed during execution, the urban renewal director and relocation staff were overburdened trying to solve the problems created by the poor planning of relocation activities. Clearance and assembly of land for disposal were invariably delayed due to lack of housing resources for the displaced families at the time of need. Property management had to be increased in order to allow for residents to remain until relocation resources were available and still avoid too many delays in the acquisition process. Some positive results were achieved in the coordination of social programs geared to assist displaced families. This was especially true in Local Public Agencies with relocation officers having social work experience or a social services coordinator, as in the case of Gainesville, Georgia. But, more often than not, social services rendered could have been much

better if coordination with other agencies had been more effective, and social work skills in the Local Public Agency more prevalent.

Property Acquisition and Disposal. The case studies indicate that the acquisition of properties and disposal of land presented serious problems to administration of the urban renewal programs. The problems were found to be poor negotiations and cost increases in acquisition, delays due to condemnation cases, coordination and scheduling complications and poor promotion and timing in the disposal of land for redevelopment.

Lack of related skills within the Local Public Agency and the community at large, appears to be the main cause of the outlined problems. Only two Local Public Agencies with large programs (Salisbury and Washington) had a staff member with real estate skills assigned to the acquisition and disposal functions. In all of the smaller programs the Local Public Agency had to rely entirely on consultants, usually from out of town. Inadequate information on comparable sales handicapped the appraisers. Economic consultants were not familiar with local market intricacies.

With the exception of the two cases mentioned above, acquisition negotiations and land disposal procedures had to be handled locally by the urban renewal director. The urban renewal director, already overburdened with other functions, and generally a layman in the real estate field, seldom did an adequate job. Local real estate boards, and city and Local Housing Authority staff members did lend some assistance but could not replace the need for an experienced real estate person on the Local Public Agency staff.

Problems in the execution phase were compounded by the unrealistic estimates made during the plan preparation stage. Consistently the acquisition and disposal estimates were found to be lower and higher, respectively, than the actual figures compiled during execution. This situation created complications by increasing the local share in program costs and requiring additional Federal grant funds. The need for Local Public Agency real estate skills was evident not only during execution but also during the Survey and Planning phase.

The cumbersome Federal requirements for land disposal complicated matters because they discouraged private developers and created additional needs for promotional efforts on the part of the Local Public Agencies. Where land demand was strong, such short-comings were not significant, but where the opposite was the case, land disposal became a major problem.

Finances. Financial activities relate to the fiscal policies and administrative procedures used by the case studies to insure availability of funds when required. This is another area where small communities face major problems. Most researched programs showed significant deficiencies.

The coordination process proved to be complex. The Local Public Agency had to deal with Federal and private loans, short term investments, scheduling of project expenditures and timing of the city's allocations to cover the local share. To complicate matters, cost estimates in the Survey and Planning documentation consistently proved to be too low once the program got into execution. Costs in execution were frequently as much as 50 per cent higher than estimated in planning.

Also, these small communities either lacked or had deficient capital improvements programs and budgets. The lack of such tools made it difficult for the local government to foresee its economic obligations within the program and to adjust to changes during the execution years. Occasionally the Local Public Agency had no other recourse but to reduce the size of the project area when it realized that the program costs were beyond local capabilities.

The urban renewal director often had to assume all the financially-related administrative responsibilities. He seldom had the required skills. Local Public Agencies within a Local Housing Authority had some degree of assistance, although the officials in such agencies rarely dealt with the scale and requirements involved in urban renewal. Local Public Agencies in city governments were in a better position to coordinate the program's economic needs with the local resources available by being under a chief administrator responsible for all local governmental activities.

General Coordination. The coordination of the total program, regardless of the type of Local Public Agency, is the responsibility of the urban renewal director. Previous discussions in this chapter indicate that, in small communities, the urban renewal director had to participate in and be directly in charge of numerous activities within the program. Those responsibilities took a heavy toll on the time available to handle his most important function; namely, effective coordination of all program elements. Two Local Public Agencies with large programs, had an assistant director. Such an arrangement

relieved the director of some of his responsibilities and made coordination much easier.

The case studies indicate that coordination was more effective when the Local Public Agency was a city department. Frequent involvement and assistance from other city departments could be better coordinated, directly or through the city manager, when the Local Public Agency was part of the city team. This was not, in general, the case with Local Public Agencies which were independent or within the Local Housing Authority. In such instances, actions and reactions were slower. At times, there was evidence of strained or tense relationships between the city and Local Public Agency, when separated.

Coordination required during the preparation of the plan did not present serious problems. During implementation, coordination problems resulted in delays and poor results in some program activities. Main coordination deficiencies related to relocation, acquisition, improvements construction and financing. In general, it was difficult for the urban renewal directors to coordinate all activities. Their administrative experience was limited and they frequently had no previous exposure to many facets of the urban renewal program.

Local Public Agency coordination with agencies of the county, the state and the Federal government, which are socially oriented, was rather poor. Only one city had a social services coordinator in the field office. All others had to manage with the limited coordination provided by the overburdened urban renewal director and relocation officers.

Surprisingly, the Department of Housing and Urban Development has put no emphasis on management and coordination techniques in the urban renewal program. They lend assistance in most of the program's specific components but have somewhat neglected overall administration. Analysis of the case studies indicates that substantial assistance is needed in this area. Only the communities involved in small, relatively simple programs, with exceptional urban renewal directors, did not encounter serious difficulties.

Summary

Staff deficiencies were at the root of the Local Public Agency's administrative problems. Table 2 outlines the used staff components, by case study. Most of the case studies showed a similar pattern with regard to staff components, timing in staffing and setting up central and field offices. All Local Public Agencies showed serious voids in their staff structures.

It has been said: "The Executive Director of the small city Local Public Agency is 'urban renewal' in many cases. He is not the man who coordinates a staff of specialists, he's all the specialists rolled into one."¹³ In most cases the director had to perform functions which normally would require two or more additional staff members. In rare cases, due to small programs and exceptional personal capabilities, he was able to do an adequate job. In other instances, part-time assistance from city and local Housing Authority officials made the job more manageable. Nevertheless, most of the programs did not have the required human resources. The role of the consultant, although

Table 2. Staff Components of the Local Public Agency

City	Survey and Planning	Execution
Salisbury *	Central office only, U. R. Director and secretary.	<u>Central Office.</u> Director, Assistant Director, Comptroller, Real Estate Officer, 2 clerks, 1 secretary. <u>Field Office.</u> Relocation Officer and clerk.
Washington *	U. R. Director and secretary in central office. No field office.	<u>Central Office.</u> U. R. Director, Assistant Director, Real estate Officer clerical help. <u>Field Office.</u> Relocation Officer, 4 persons in rehabilitation staff.
Baxley **	L.H.A. Director and the Authority staff. Central office only.	<u>Central Office.</u> U. R. Director and secretary. <u>Field Office.</u> Relocation Officer, clerk.
Rome **	L.H.A. staff in central office. Project Manager with clerk in field office.	<u>Central Office.</u> L.H.A. Director and Authority staff. <u>Field Office.</u> Project Manager, Relocation Officer and secretary.
Douglas ***	U.R. Director and secretary, central office only.	<u>Central Office.</u> U.R. Director, part-time Relocation Officer, secretary. <u>No Field Office.</u>
Gainesville ***	U.R. Director and secretary, central office only.	<u>Central Office.</u> U.R. Director, Project Manager, accountant, secretary. <u>Field Office.</u> Relocation Officer, Social Services coordinator and secretary.

* Independent LPA.

** Public Housing Authority.

*** City Department.

valuable, could not fill in for program demands that had to be satisfied at a local level.

Understaffing was not the only deficiency identified. Frequently, the existing staff, including the urban renewal director, did not have the necessary experience or training. The semi-temporary nature of the jobs and relatively low salaries, for the responsibilities involved, do not attract qualified personnel. The turnover, especially in the director's position, was very high. The average tenure in the researched cases was 1-1/2 years. As a result, experience accumulated through the process of local programs actually resulted in benefits to larger communities and programs to which the directors eventually migrated. Ironically, small communities are actually the training grounds for personnel later hired by medium and large size communities.

The largest, overall staff deficiencies were found to be as follows:

1. The urban renewal director was frequently hired when the program was well into the Survey and Planning phase or at the beginning of execution.
2. In all case studies the urban renewal director, if any, was the only Local Public Agency staff member until execution started.
3. Only one of the programs had a field office during Survey and Planning.
4. Most programs were conducted with the director, sometimes a comptroller, and secretary in the central office and the relocation officer, rehabilitation staff, if applicable, and a secretary in the field office. Such a staff simply could not adequately fulfill all

functional requirements, regardless of how effective they may be, except in very small programs.

5. Local Public Agency salary scales, usually related to city salaries, were often inadequate to attract qualified people into the local programs. Average salary for the urban renewal director in the case studies was found to be \$9,760, roughly equivalent to city department head salaries.

Other findings related to the administrative performance of Local Public Agencies in small communities include: the lack of related skills in the community which could assist and participate in the program, the influence exerted on performance by the type of Local Public Agency and size of program, and the lack of assistance in management areas from the Department of Housing and Urban Development. Consideration to these areas of concern, together with the already outlined staff deficiencies, are the main issues involved in improving the administration of renewal programs in small communities.

CHAPTER IV

RECOMMENDATIONS

The previous chapter outlined certain deficiencies in the administration of the functional components of urban renewal programs in small communities. This chapter sets forth recommendations on how such deficiencies can be reduced or eliminated. The recommendations are:

1. The planning function has been found to be adequately performed by planning consultants. Two recommendations are made to improve this function.

One is the desirability of having a staff planner at the local level to relate and link planning in the renewal area with the overall planning for the community. This can be achieved by either the locality having its own planning staff or by having the availability of planning services from a regional agency. The coordination of the two planning levels is further facilitated when the Local Public Agency is organized as a city department and, therefore, all planning activities fall within the same administrative framework.

The second recommendation is the desirability of hiring an urban renewal director during the early stages of plan preparation. This will allow for a better relationship between planning and other functions of the program. The director will coordinate the planner's work with other consultants and local agencies involved in the planning phase of the program.

2. The frequent practice of using consultants for the detailed design work of public improvements has proven to be satisfactory. Close coordination with the city engineer is desirable and should be assured by the Local Public Agency.

Consultants should also be used, on a per diem basis, for the review of the proposals submitted by the prospective developers. Such practice will improve the design quality of redeveloped areas.

In small cities, with renewal programs which include substantial public improvements, it is preferable to use private contractors for the construction of the improvements. Such an approach will eliminate problems created by the government's lack of technical and man power resources, which are needed for large scale construction projects. Local public agencies with renewal programs involving minor public improvements can make use of the city's limited capabilities in construction.

3. It has been established that small communities seldom have any serious problems in the public relations and citizen participation functions. The early hiring of an urban renewal director during the plan preparation will improve performance in both large and small programs. Hiring of an assistant director during execution, will undoubtedly reduce the possibilities of any problems in large programs. Intensive and continuous involvement on the part of a Citizens Advisory Committee and a Project Area Committee, at all phases, will also be beneficial.

4. The rehabilitation function, applicable only to one case study, did not present any serious difficulties other than the large

amount of time necessary to complete this function. The early hiring of a rehabilitation officer during the plan preparation phase, and his location in a field office, will increase the possibilities of sound planning and reduce problems during implementation. The rehabilitation officer, with a good grasp of local conditions, can work in conjunction with the planners in outlining the areas for rehabilitation and the standards to be applied. Realistic conclusions and recommendations in the planning stage will reduce the possibility of setbacks in execution. The setbacks could be, among others, the increase of acquisition costs due to acquisition of properties thought to be feasible of rehabilitation, and also the application of standards that are too far above or below a realistic level of improvement.

5. Relocation will always be a very difficult function regardless of the size of a community. But in small cities with large programs the problem is aggravated by the limitations of the local housing supply and the restricted staff capabilities of the Local Public Agency.

A relocation officer, knowledgeable in social work and local housing market conditions, should be hired early in the plan preparation stage. He should be located in the field office from the very beginning so as to maximize contact with project area residents. In larger programs, where one relocation officer may not be sufficient, the Local Public Agency should hire additional staff with similar qualifications. If the program involves substantial relocation of businesses the staff qualifications should include some knowledge of their operational and locational needs. Such a staff arrangement will allow displaced

families and individuals to have better and more comprehensive assistance in securing adequate housing and needed social services which are available in the community. It will also reduce the possibility of loss of small businesses due to avoidable hardships. In small programs the Local Public Agency should consider contracting with the local Community Action Agency for the coordination activities related to social services.

The relocation plan must be prepared on a realistic basis. The existence and involvement of a relocation staff, early in the planning phase, will foster a plan that recognizes local needs and limitations. It will also facilitate the coordination process so vital to the relocation function.

A close relationship has to be maintained with the local public and private concerns involved in providing low and moderate income housing. Preliminary actions needed to implement relocation plans should not be required to wait until the program is well into execution. In most cases increases in the local low and moderate income housing supply by public and nonprofit private groups are a prerequisite for a feasible relocation program.

6. The acquisition of properties and disposal of land invariably present serious problems for small communities. Such problems appear regardless of variations in local acquisition and disposition methods. They are generally caused by specific requirements of the applicable state and Federal laws, and are further complicated by the lack of market expertise on the Local Public Agency staff, thus making

it necessary to rely upon out-of-town consultants who are sometimes unfamiliar with the details of the local real estate situation.

Local Public Agencies with large renewal programs should have a staff real estate officer, hired early in the plan preparation stage. During the planning phase, he should supervise and coordinate the work of appraisers, the market analyst, and the planning consultant insofar as real estate matters are concerned. During the project execution stage, the real estate officer should be in charge of acquisition and disposal activities. In small programs the urban renewal director, with some real estate experience, could assume such a role. Another possibility is to use or contract with the city for such services. City staffs frequently have a person who is knowledgeable in real estate negotiation methods.

The Local Public Agency should make sure that out-of-town appraisers have used the best information available from local real estate brokers. This way, the appraisers can have at their disposal better data to establish the fair market value of properties, especially with regard to information on comparable sales. The Local Public Agency should also ascertain that the market analyst has availed himself of all relevant data accumulated by local real estate brokers, to establish realistic outlooks for reuses and land disposal estimates.

The Local Public Agency, through its director, should establish close team work between staff, the planning consultant, the Federal Housing Administration and the market analyst so as to assure a plan which reflects local realities and potential. Such an approach will facilitate the land disposal process. Promotion efforts on the part of

the Local Public Agency, in programs with substantial private redevelopment, will contribute in expediting land disposal. Local market conditions have to be propitiatory for such efforts to be successful.

Even in programs with good performance in the acquisition and relocation functions, it is often necessary for the Local Public Agency to be involved with a certain amount of property management. Frequently, there is a lag between acquisition and actual relocation of people or businesses. Therefore, someone in the Local Public Agency must be responsible for this subfunction which involves rent collection and, in some instances, basic repairs. It is desirable, for the sake of administrative efficiency, that such a temporal subfunction be handled by a staff member already in charge of a main function. Renewal agencies within a Local Housing Authority have a built-in advantage in that they are already experienced in property management. If the renewal agency is outside of the Housing Authority, it can contract with the Authority or a realtor for the management services.

7. Small communities are seriously handicapped to perform adequately in the area of finances. Problems created by a lack of local economic resources are compounded by the frequent absences of techniques which would allow the locality to foresee and plan for the substantial outlays required by the renewal program.

The city government has the ultimate responsibility in providing the local cash or non-cash shares of the program costs. Therefore, renewal agencies within local government can more easily perform and coordinate this function by being within the same administrative structure. Accordingly, renewal agencies which are independent or within

the Local Housing Authority have more difficulties in meeting these program demands because of the additional coordination needed with a separate governmental agency, namely the city administration.

Small communities frequently lack or have deficient capital improvements programs and budgets. To establish or improve such tools will undoubtedly improve municipal performance and foster a realistic scheduling of the city's commitments required by the renewal program. The responsibility for establishing these useful tools lies on the local government's chief administrator.

The local government has administrative capabilities in the area of finances. Such resources should be used by the renewal agency whenever possible to reduce staff needs and coordination problems. If the Local Public Agency is a city department, such cooperation would become more likely. If independent or within a Local Housing Authority, the renewal agency should contract with the city for such services. Even in cases where the Local Public Agency has related staff capabilities, close cooperation and coordination with the local government is absolutely necessary.

8. The variety of functions, and agencies at all levels, involved in renewal activities make coordination a vital element of the program. In small communities the inexperience and lack of management techniques in the Local Public Agency staff make this function more difficult. This is especially true for renewal agencies organized outside of the city government because of the added burden of coordinating various activities with the local government and its departments.

Several points can be made to improve coordination. Better management systems, like the use of an adapted Program Evaluation Review Technique (PERT), can improve and make easier the programming and scheduling of activities, particularly during the implementation phase. Such techniques are specially helpful for communities with large renewal program involving several projects. Consultant and Department of Housing and Urban Development assistance in management techniques is desirable.

In large programs, an assistant director can help the director in the coordination function. Early staffing in the plan preparation phase, particularly the hiring of an urban renewal director, can reduce coordination problems. Overall staffing of the Local Public Agency, as outlined in previous sections of this chapter, will also facilitate coordination.

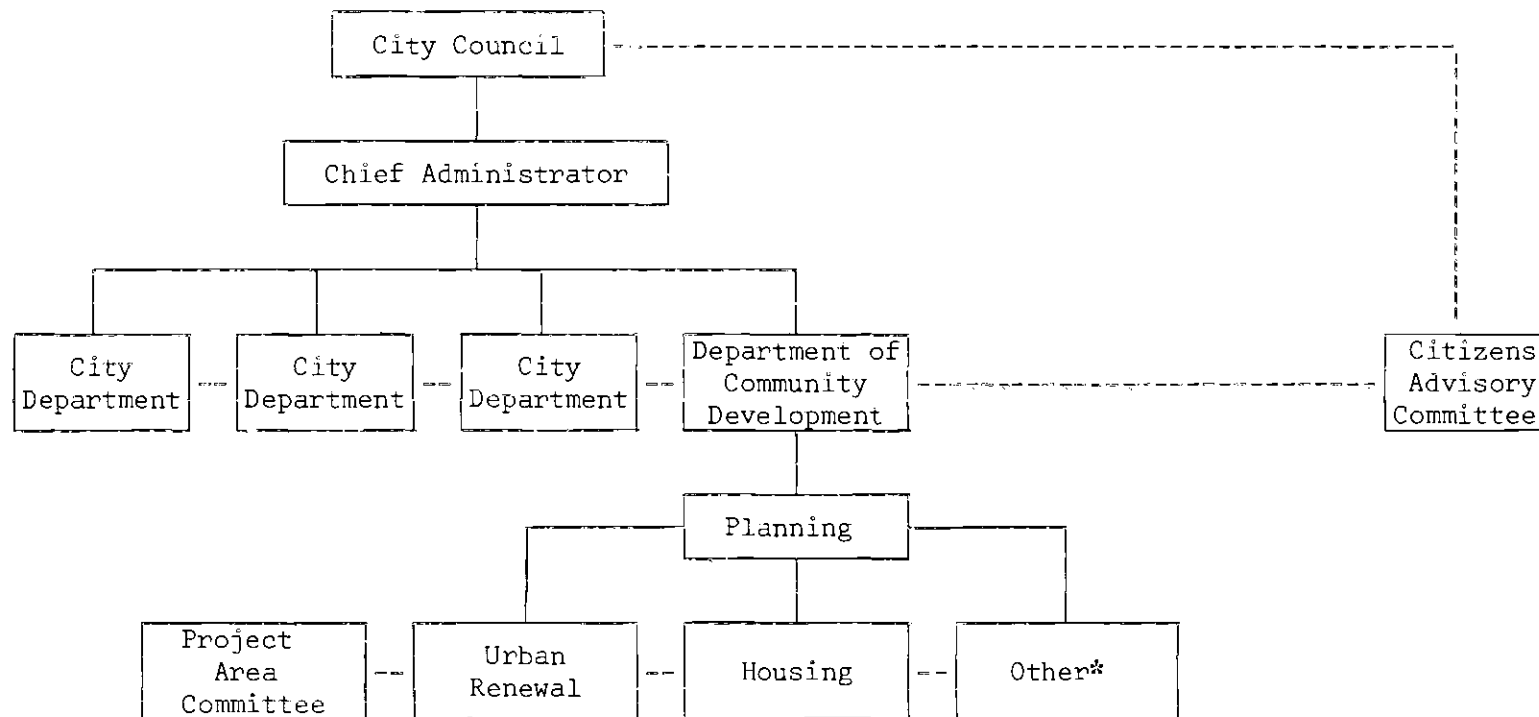
9. The type of Local Public Agency has been found to have significant implications in the administration of renewal programs. The experience of two case studies indicates that, in general, small communities can achieve better administrative efficiency in their renewal programs when the Local Public Agency is organized within the city government. On the other hand, local conditions may require the organization of the renewal function either as an independent agency or as a branch of the Local Housing Authority.

- a. Local financial conditions, like city bond indebtedness, which may be limited by charter, can, in some cases, make the establishment of an independent renewal agency an advantage. Other local conditions, such as the political

climate or state enabling legislation requirements may also call for such an administrative framework.

The thesis research and analysis indicate that agencies organized outside of the local government tend to be self-sufficient and usually reach acceptable levels of performance only if the renewal programs are very large. The scale of activities will permit a substantial and well-qualified staff to be assembled. Even so, duplications and overlapping of functions with the city can take place, such as financial and legal matters, unless contractual agreements with the local government eliminate that kind of a problem. Such agreements are rare due to the above-mentioned independent agency tendency to be self-sufficient.

- b. Having the Local Public Agency within the city government has several built-in advantages. It allows the renewal agency to simplify the coordination of vital functions, have more weight in its policy decisions and make use of the local government administrative and technical resources. Presently, this type of renewal agency is a city department responsible only for the administration of the local renewal program. A variation of this type of administrative framework would be the ideal organization for a small community, with positive implications going well beyond the renewal program. Such a variation is shown in Figure 1. It would involve the creation of a Department of Urban Development.



* Coordination or administration of special programs such as: Concentrated Code Enforcement, Model Cities and Social Services.

Figure 1. Organization of the Department of Community Development

The new department would include urban renewal, housing, planning and the coordination with other related programs at all levels. Its budget, covering such a scope of activities, could be funded from several local and Federal sources and would permit a more diversified and better qualified staff. The local renewal program among others, would benefit from the additional technical and administrative capabilities. The need for outside assistance in local renewal functions would be reduced. Coordination problems would be reduced to a minimum. There would be a single department within the city government which would contain all the essential components required for a comprehensive approach to the solution of local urban problems.

The Department of Urban Development would have the assistance of the Citizens Advisory Committee, named by the mayor and including representatives from all socio-economic levels in the community. It would advise and react on the plans and proposals of the department. The Project Area Committee, representing tenants and owners in renewal areas, would participate in the decision making process of a local renewal project program. The planning function would encompass all other functions of the department including urban renewal, housing and special programs, such as Concentrated Code Enforcement and Model Cities. This grouping of related activities should facilitate the urban renewal

function and increase the efficiency of the local administrative resources.

- c. Other administrative frameworks for the Local Public Agency were explored within the thesis. The possibility of a coordinating office directly under the local chief administrator appears to be more adequate for medium and large size cities. This arrangement is usually called for in local governments with a scale of programs and size of personnel which merit investing such a function with the authority of the chief administrator.

The establishment of a regional urban renewal agency, which would administer renewal programs for several small communities, does not appear to be feasible. Renewal programs require substantial involvement on the part of most local public and private agencies and groups. Local responsibilities are of such magnitude that the problems created by outside control would easily offset any advantages derived from having a larger, more sophisticated staff. Furthermore, direct local control would be a political necessity in most cases.

10. The administrative framework illustrated in Figure 1 and described in Section 9.b. of this chapter, although highly desirable, would not be easy to implement in many communities. Traditional organizational patterns are difficult to modify in municipal administration as well as other types of organizations. The three conventional administrative frameworks, described in Sections 9.a. and 9.b. of this

chapter will continue to be the typical forms of organization for the renewal function in small communities, in the near future. They can, properly administered, produce acceptable results in most cases. Nevertheless, the outlined advantages of the proposed Department of Urban Development make it a better organizational alternative for the future.

11. The minimum renewal staff requirements for small communities will vary depending on the size and scope of the program and type of Local Public Agency. It should, in general, consist of a minimum of four persons: urban renewal director and secretary in central office; and relocation officer and clerk in field office. Under similar conditions, the independent agency, due to its self-sufficiency tendencies, will need more staff capabilities than the renewal agency organized within the city government. Staff needs in a renewal agency created within an already existing Local Housing Authority, will be somewhat less than in the case of an independent agency created exclusively for urban renewal, but frequently more than in the agency organized as a city department.

12. Small communities involved in renewal programs may benefit from the technical assistance that regional or state planning agencies and the Department of Housing and Urban Development can provide.

- a. Many small communities are under the jurisdiction of one or more regional planning agencies. Since these agencies usually support a large and highly qualified staff, some of the planning services required for renewal programs are available from such sources. A mechanism therefore should be developed to achieve such technical assistance. Planning

design, fiscal policies and management techniques are areas where these agencies could assist renewal agencies in small communities. Some localities, as in the case study of Rome, Georgia, have already done so with respect to planning.

The staff in a regional planning agency has knowledge of local conditions and frequently is in charge of general planning and special studies for the localities in question. Their part-time services can supplement or replace some activities normally allocated to the renewal agency staff or consultants. The regional agencies can also assist the small communities in obtaining certification of their workable program.

- b. The Department of Housing and Urban Development provides limited technical assistance mainly through its field representatives. Efforts should be made by the Federal agency to reduce the turnover and shortage of field representatives. A frequent complaint is that there are not enough field people to provide adequate services when needed. Also, the high turnover at the Federal level results in the need for local renewal agencies to deal with several different representatives during their program activities.

13. Training for the Local Public Agency staff is another area where local renewal programs can benefit from outside assistance. State planning agencies, the Department of Housing and Urban Development, universities, colleges, and related professional associations can offer training services.

- a. Planning agencies at the state level have skills that can be utilized to provide training services, which would improve local staff performance in some renewal functions. Fiscal policies, management and planning, as they relate to renewal programs, could be among the training services provided. State governments could also sponsor training programs through colleges and universities.
- b. The Department of Housing and Urban Development, through its regional offices, should establish regular training programs in the areas of relocation, rehabilitation and management among others. If periodically conducted, such training services could increase the effectiveness of the local renewal staffs. It is preferable to conduct such seminars on a state-by-state basis. Legal, social and economic peculiarities in each state call for such an approach. If small communities receive special economic consideration in the grants, when having populations under 50,000, the same principle should apply to other types of assistance.
- c. Training and information services that can be provided by colleges, universities, and related professional associations could increase the technical skills of local agency staffs and keep them abreast of developments in the field. These institutions and groups could also be probing grounds for new ideas and techniques geared to the improvement of renewal programs in small cities.

14. Economic assistance from the state governments could help small communities with their share of renewal program costs. Some states, including Pennsylvania and New York,¹⁴ already make grants available to local governments for such purposes. State assistance does not have to involve duplications in the reviewing process of plans. The review responsibility can remain at the Federal level as is the case with the two above-mentioned examples. Some years ago, the following statement was made:

If the state agency could maintain a staff of technicians, not large in number, to give guidance to the small localities who lack the resources to employ well-trained people in this field, those smaller localities could be fortified with the "know-how" to undertake urban renewal programs. Technical assistance and the use of state grants to encourage cities to undertake projects and studies that will help them understand their city and its needs could achieve a considerable increase in urban renewal activity.¹⁵

15. Improvements in the organization and procedures of the Department of Housing and Urban Development would facilitate the administration of renewal programs at the local level. Housing and Urban Development suboffices at the state level should be established. Such an arrangement would provide a more direct contact with local problems and better accessibility for the local renewal agencies. Presently each regional office covers several states and the resulting distances and lack of direct contact reduce the effectiveness of any available assistance. The Federal Housing Administration (FHA) has one or more regional offices in each state. Such an organization allows the agency to have a better grasp of local conditions and establish a rapport with local groups, agencies and individuals involved

in their programs. Urban renewal programs are widespread enough to justify one Federal suboffice in most states.

Federal procedures and requirements should be simplified, especially those dealing with acquisition and disposal of land. Local staff limitations could be solved easier if some of the administrative procedures resulting from Federal requirements were eliminated or simplified. Any effort in this direction will help renewal agencies in small communities presently hindered by procedures which are cumbersome even for more sophisticated agencies.

Summary

Each community has local conditions and characteristics which are unique. Therefore, some of the recommendations in this chapter may not be applicable in all instances. But, overall, the outlined conclusions and recommendations will help local renewal agencies in small communities to establish the administrative framework of their programs so as to perform all the required functions in the most efficient manner.

Many small communities have been involved in urban renewal for as long as the Federal program has been in existence. Their number is continuously increasing. More awareness of how to augment their capabilities and to reduce their limitations in the administration of the program will result in the achievement of local renewal goals and objectives.

APPENDIX

The Administrative Organization of Small
Communities for Urban Renewal Programs
Questionnaire for LPA

Community _____ Date _____
Person(s) interviewed _____

URBAN RENEWAL IN THE COMMUNITY

- 1- How did the program come about? (City Gov., Citizens Group...)

- 2- What reasons for the selected type of LPA? (H.A., City, Independent LPA)

- 3- When was the U.R. Director selected? _____
Who selected him? _____
How many applied for job? _____ Qualifications _____

Salary? _____ Related to City Scale? _____
What level? _____
- 4- Was a consultant involved from the beginning? _____
At what stage? _____

WORKABLE PROGRAM

- 1- Was the W.P. certified just for U.R.? _____ What other purposes?

- 2- Date of first certification _____
- 3- Who is responsible for W.P. certification? _____

- 4- Problems? (P.H., codes, other local or federal obstacles) _____

SELECTION OF AREA

- 1- Who was involved? (City, consultant...) _____

- 2- Who made final recommendation to City? _____

- 3- If a consultant was involved, had he done previous planning for the City? _____
- 4- Was the selection of the area mainly a political or technical decision? _____
A good selection? (Yes-No) _____
- 5- Would you have it done differently if starting again? (How and why) _____

CITIZENS ADVISORY COMMITTEE

- 1- Its composition? (Total No., % W and NW, % of project residents) _____

- 2- Is it a good cross-section? _____ Why? _____

- 3- How active has it been during S. and P.? _____

- 4- How active has it been during execution? _____

- 5- Do you feel that their role has been adequate? _____
Why? _____

- 6- Any ideas on how its role could have been more effective? _____

S. AND P. APPLICATION

- 1- Who prepared it? _____
- 2- What local assistance or participation? (City, other agencies...) _____

- 3- How long did it take to prepare it? _____ How long for final approval by HUD? _____ Any assistance from HUD? _____
- 4- Do you consider it a well prepared S. and P.? _____
- 5- Would you have it done differently if starting again? (How and why)? _____

SURVEY AND PLANNING

Planning

- 1- Who prepared the plan? _____
Was the physical planning satisfactory? _____
- 2- Local participation? _____
- 3- How long did it take for assembling Part I? _____
Why? _____
- 4- Would you do it differently if starting again (How and why)? _____

Appraisals

- 1- Who was used to do them? (local?) _____
Why? _____
- 2- Were results accurate? _____
- 3- When 1st app? _____ When 2nd app? _____
- 4- Would you do it differently if starting again? (How and why)? _____

Relocation

- 1- Who made the program? _____
- 2- Who made the surveys? _____
- 3- Any problems? (staff deficiencies, coordination) _____
- 4- Assistance from HUD? _____
- 5- Would you do it differently now? (Staff, procedures, field office) _____

Public Relations-Citizen Participation

- 1- Any participation from project area? (in survey and planning stage) _____

 Other segments of the community? _____
 Local government? _____
- 2- Field office in planning stage? _____
 What staff? _____
 Any problems? _____
- 3- Coordination with other programs? (welfare, health, P.H., CCA) _____

- 4- Would you do it differently in another project? (staff procedures) _____
 Why? and How? _____

Market Analysis

- 1- Who was selected to do it? (office location) _____
 Reasons for selection _____
- 2- Well coordinated with planning? _____
- 3- Was the report satisfactory? _____
- 4- Any special problems? _____

- 5- Would you do it differently in another project? (How and why) _____

Rehabilitation (If applicable)

- 1- Who made this report? _____
 Well coordinated with planning? _____
- 2- Where results satisfactory? _____

- 3- Would you use a different approach in another project? (How and why) _____

Public Improvements

- 1- Who prepared this item? _____
- 2- Sources of assistance? _____

- 3- Any coordination problems? (City depts. consultant, U.R. agency) _____
- 4- How accurate were estimates? _____
- 5- Any deficiencies? _____
- 6- Would you do it differently in another project? (How and why) _____

Financing Plan

- 1- Who prepared this item? _____
How much city involvement? _____
- 2- Any major deficiencies? _____
Why? _____
- 3- Would you do it differently in another project? (How and why) _____

Resume of Staff Conditions in S. and P.

- 1- What staff? (Central and field office) _____

- 2- Any major deficiencies in staff? _____

In coordination? (city, consultants...) _____

- 3- How would you have liked to staff agency during S. and P.? _____

- 4- What kept you from doing it? (Salaries? Size of program?...) _____

EXECUTIONAcquisition

- 1- Schedule for acquisition effective? _____ Why? _____

- 2- Who was legal instrument for condemnation? _____

Any legal problems? _____
Why? _____

- 3- Any coordination problems? (relocation...) _____

- 4- Who was in charge of acquisition? (in LPA) _____

- 5- Were appraisals reasonable in accuracy? _____

- 6 Would you do it differently in another project? (How and why)? _____

Planning

- 1- Any amendments? _____
Why? _____

- 2- Who made the amendments in planning? _____

Problems? _____

- 3- Would you change procedures in a new project? (How and why)? _____

Public Improvements

- 1- Who made detailed engineering? _____

- 2- City participation? _____

- 3- Were estimates and design in planning stage adequate? _____

Why? _____

- 4- Were construction arrangements satisfactory? (City or private contractor) _____

- 5- Coordination Problems? _____

- 6- Financial Problems? (allocations, non-cash credits) _____

- 7- Would you do it differently if starting another project? (How and why)? _____

Relocation

- 1- Who was in charge in LPA? _____

- 2- Any staff problems? _____

- 3- Field office function? _____

- 4- Coordination problems? _____

- 5- Any functional problems? _____

- 6- Was the original plan adequate? _____
- 7- Would you do it differently in another project? (How and why)? _____

Public Relations--Citizen Participation

- 1- Field office function? (staff) _____

- 2- Participation by residents? _____

- 3- By community? _____

- 4- Coordination with other programs? (Health, welfare, C.A.A., City, P.H.) _____

Anything you would have done differently? (How and why)? _____

Property Disposal

1- Who was in charge in LPA? _____

2- Workable schedule? _____

3- Any active promotion? _____

4- Procedure for disposal? (staff involvement) _____

5- Staff deficiencies? _____

6- Problems coordinating with other activities? _____

7- Up to market analysis expectations? _____
 Why? _____

8- Would you take a different approach in another project? (How and why)? _____

Financial Considerations

1- Who was in charge in LPA? _____

2- Any problems? (poor short term investments, allocations coordination...) _____

3- Staff deficiencies? _____

Would you arrange it differently in a new project? (How and why)? _____

Rehabilitation (if applicable)

1- Were initial assumptions adequate? _____

2- Who was in charge during execution? _____

Where? (Central, field office) _____

Staff deficiencies? _____

3- Outside assistant? (consultant...) _____

4- Role played by FHA and HUD? (assistance, involvement) _____

5- Local lending institutions? _____

6- Would you do it differently in another project (How and why)? _____

Private Development

1- Who is in charge in LPA? (coordination, supervision) _____

2- Adequate communication with private concerns? (promotion) _____

3- Procedures? _____

4- Do you consider procedures adequate? _____

Why? _____

Resume of Staff and Administration in Execution

1- Staff components? (Central, field offices) _____

2- Any major deficiencies, problems? (turn over, quality...) _____

3- Is coordination effective? _____

4- How would you have liked to staff agency during execution? _____

5- What kept you from doing it? (salaries, size of program...) _____

FINAL EVALUATION

From an administrator's point of view:

1- Main assets in local program? _____

2- Main problems in local program? _____

3- If you had the option what would be, in your view, the ideal set-up with respect to:

Consultant services _____

Local or regional planning agency _____

Federal technical assistance _____

Local U. R. agency _____

4- If city were larger than 50,000 (medium and large size cities) what do you think would be:

The advantages _____

The disadvantages _____

Questionnaire for Chief Administrator

Community _____ Date _____

Person interviewed _____

- 1- What administrative deficiencies do you see in the local U. R. program? (coordination, schedule delays, city involvement...)

- 2- What administrative assets? _____

- 3- Would you have preferred a different set-up for the U. R. Agency? (City Department, Independent Agency, with Housing Authority)

Why? _____

- 4- Has the U. R. program used city's capabilities to fullest extent?

Why? _____

- 5- If given the option, what administration procedures would you change in a new project? _____

- 6- Ideally, what roles would you see played in the local U. R. program by: Consultant? _____

Local or regional planning agency? (If one were available)

Local U. R. Agency? _____

City? _____

Questionnaire for Head of Local Government

Community _____ Date _____

Person interviewed _____

1- Are you satisfied with the administration of the local U. R. program? _____

Why? _____

2- Would you prefer the U. R. Agency to be organized differently? (City Department, Independent Agency, with Housing Authority) _____

Why? _____

3- Have the elected officials participated actively in the program? _____

How? _____

4- Overall, do you see any advantages in your program over a similar program in a larger city (over 50,000)? _____

Any disadvantages? _____

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